

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY PARIS IMMEDIATE

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NESCO

E.O. 11652:

TAGS: UNESCO, AORG, OCON

SUBJECT: 98 EXECUTIVE BOARD:ITEMS 4.1 AND 4.2:
PROPOSALS FOR MEDIUM-TERM AND BIENNIAL PLANS

REFS : A) DOCUMENT 98 EX/4; B) DOCUMENT 98 EX/5

1. DEL MAY WISH DRAW UPON FOLLOWING WASHINGTON AGENCY
VIEWS DURING EX BD DISCUSSION OF SUBJECT ITEMS.

2. NAT COM:REFDOCS ARE STEP IN RIGHT DIRECTION. FORMAT
PROVIDES MUCH MORE EFFECTIVE PLANNING TOOL. DOCUMENT
C/4 SHOULD BE SHORT, DESCRIPTIVE AND SIMPLE, SHOWING AT A
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GLANCE WHAT UNESCO IS TRYING TO DO AND HOW IT PLANS TO DO

IT. IT SHOULD CONTAIN AN ANNEX OF SPECIFIC OBJECTIVES (SEE PAGES 7-27); EACH MAJOR OBJECTIVE SHOULD PROVIDE FOLLOWING DATA : (1) ANALYSIS OF WORLD PROBLEM; (2) HISTORICAL BACKGROUND INCLUDING BRIEF STATEMENT ON UNESCO'S ROLE, CONTRASTED WITH EFFORTS OF OTHER UN AGENCIES IN THE FIELD, IN ORDER TO PRECISE UNESCO'S DISTINCTIVE CONTRIBUTION AND JUSTIFY ITS INVOLVEMENT; (3) SPECIFIC GOALS OR OBJECTIVES OVER A SPECIFIED TIME PERIOD; (4) COURSE OF ACTION (I.E., HOW UNESCO INTENDS TO ACHIEVE ITS GOALS); (5) BUDGETARY ALLOCATIONS : PRESENT SECTIONSON RESOURCE INDICATIONS ARE EXCELLENT AND COULD REMAIN AS IS;

RATIO OF EXTRABUDGETARY TO REGULAR PROGRAM RESOURCES IS PARTICULARLY NOTEWORTHY AND REVEALING.

3. HEW/OE : REF DOCUMENT A IS CONSIDERABLY IMPROVED OVER ITS PREDECESSORS, BUT UNESCO AGAIN DEMONSTRATES ITS CONTINUED INABILITY TO FORMULATE OBJECTIVES THAT CAN BE ATTAINED IN A SIX-YEAR PERIOD, DESPITE DG'S STATEMENT (PARA. 22) THAT THIS IS OF PRIME IMPORTANCE. BOTH REFS A AND B REFLECT OVERLY GRANDIOSE CONCEPTION OF UNESCO'S AREA OF RESPONSIBILITY (SEE ESPECIALLY PARAS. 8 AND 12 OF REF A AND PARA 9 OF REF B). REF A SUGGESTS THAT UNESCO'S EMPHASIS ON DEVELOPMENT HAS LED T IT TO PLAN AS THOUGH IT WERE ONLY INSTRUMENTALITY FOR THAT PURPOSE IN THE UN SYSTEM. RE REF DOCUMENT B:ANALYSIS OF MEMBER STATES' REPLIES TO DG'S QUESTIONNAIRES IS INTERESTING AND USEFUL ALTHOUGH SUBJECT TO USUAL CAVEATS RE FINDINGS OF OPINION-TESTING INSTRUMENTS OF THIS KIND. ALTHOUGH ORDER IN WHICH OBJECTIVES ARE LISTED WAS SUPPOSED NOT TO HAVE ANY SIGNIFICANCE IN REGARD TO THE OBJECTIVES' RELATIVE IMPORTANCE, THIS ORDER HAS HAD MARKED EFFECT ON PRESENTATION OF PROSPECTIVE PROGRAM. THUS EDUCATION, MAJOR FIELD OF UNESCO ACTIVITY IN THE PAST, IS RELEGATED TO A LATE AND MINOR ROLE IN THE DISCUSSION (SEE PARAS 37-49) BECAUSE IT FALLS UNDER THE 5TH PROBLEM AREA. RE DG'S LONG DISCUSSION OF IMPORTANCE FOR DEVELOPMENT OF "EACH SOCIETY'S CONSCIOUSNESS OF ITS CULTURAL IDENTITY" (PARAS. 26-31), IT IS QUESTIONABLE IN EDUCATION AS IN OTHER FIELDS WHETHER INCREASED ATTENTION

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TO "CULTURAL IDENTITY" IS DESIRABLE OR EVEN NECESSARY FOR SOCIAL AND ECONOMIC DEVELOPMENT. RE "ENCHANCEMENT OF ROLE OF REGIONAL OFFICES" (PARA. 38 OF REF. B), WE BELIEVE PERMANENT, MULTIDISCIPLINARY GROUPS OF EDUCATIONAL SPECIALISTS IN REGIONAL OFFICES COULD EFFECTIVELY SERVE NEEDS OF MEMBER STATES BY PROVIDING DESIRED CONSULTATIVE SERVICES.

4. AID: NEXT STEP IN UNESCO'S VERY USEFUL EFFORTS TO ACHIEVE MUCH GREATER SPECIFICITY REGARDING ITS PROGRAM ACTIVITY SHOULD BE THE ADOPTION OF AN INPUT-OUTPUT MATRIX FOR EVERY PROJECT, WITH SPECIFIC PURPOSES CLEARLY LINKED TO PROGRAM OBJECTIVES, OUTPUTS SPECIFIED IN DETAIL AND PROJECT ACHIEVEMENT INDICATORS CLEARLY IDENTIFIED. RE REF A, WE NOTE THAT STATEMENTS OF "OBJECTIVES" ARE FREQUENTLY NOT TRUE STATEMENTS OF ENDS. WE HAVE SERIOUS RESERVATIONS REGARDING THE NEW "HIGHER EDUCATION" OBJECTIVES WHICH WE VIEW AS A POTENTIALLY COUNTER-PRODUCTIVE STEP THAT COULD RESULT IN THE DIVERSION OF SCARCE RESOURCES AWAY FROM THE CRITICAL NEEDS OF THE LDCS.

AS TO THE UNU, WE BELIEVE ITS ROLE AND PURVIEW HAVE RELEVANCE TO PROBLEM AREAS I, III AND AS WELL AS TO PROBLEM AREA II. RE LATTER, "MODELS ILLUSTRATING THE POSSIBLE LAYOUT OF THE OBJECTIVES" IS STEP IN RIGHT DIRECTION FOR UNESCO ALTHOUGH IMPROVEMENTS ARE STILL NEEDED TO INSURE THAT EACH OBJECTIVE PROVIDES CLEAR STATEMENT CONCERNING ITS OBJECTIVES AND ENDS. OBJECTIVE 4.4 (PAGE 46), FOR EXAMPLE, DOES NOT DO THIS. RE REF B, DG SHOULD BE COMMENDED FOR HIS INITIATIVE IN UTILIZING QUESTIONNAIRE APPROACH TO OBTAIN MEMBER STATES' VIEWS. HOWEVER, THIS APPROACH REQUIRES FURTHER ANALYSIS AND EXAMINATION, ESPECIALLY IF IT IS TO BE EMPLOYED IN THE FUTURE. EXPERT HELP AND GUIDANCE FROM A QUALIFIED OPINION-POLLING ORGANIZATION AND FROM METHODOLOGISTS WOULD BE MOST HELPFUL. RESULTS OF PRESENT QUESTIONNAIRE CANNOT BE INTERPRETED AS ANYTHING MORE THAN INTERESTING INDICATIONS FROM A NON-REPRESENTATIVE SAMPLE OF MEMBER STATES. 1977-78 PROGRAM SHOULD THEREFORE BE REVIEWED ON ITS OWN MERITS, APART FROM THESE RESULTS QUESTIONNAIRE SURVEY SHOULD

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NOT BE USED TO JUSTIFY A REDUCTION IN FUNDING OF OR ATTENTION TO POPULATION PROGRAMS. (IN THIS CONNECTION, IT MIGHT BE NOTED THAT POPULATION CONCERNS SHOULD BE REFLECTED ACROSS-THE-BOARD IN MANY OF UNESCO'S DEVELOPMENT RELATED ACTIVITIES, RATHER THAN SEGREGATED IN A SINGLE CLASS.) AMONG SPECIFIC CRITICISMS THAT CAN BE MADE OF QUESTIONNAIRES ARE FOLLOWING: FOR MOST PART, THEY GAVE A MINIMUM OF INFORMATION ABOUT UNESCO'S PROGRAM. STATEMENTS OF OBJECTIVES FREQUENTLY CONFUSED ENDS AND MEANS (E.G., MOST OF STATEMENTS UNDER PROBLEM AREA II, PROBLEM 5, CANNOT IN ALL CANDOR BE VIEWED AS CLEAR STATEMENTS OF "OBJECTIVE"). BECAUSE OF SPOTTY, UNEVEN GRASP OF UNESCO'S PROGRAM ON THE PART OF QUESTIONNAIRE RESPONDENTS THE REAL SIGNIFICANCE OF EACH RESPONSE IS UNCLEAR. QUESTIONNAIRE B POINTS UP NEED ON PART OF

UNESCO TO PROVIDE MEMBER STATES WITH SPECIFIC RESULTS CONCERNING UNESCO'S APPRAISAL AND EVALUATION OF PROJECT EXECUTION. ALSO, ALTHOUGH NOT A CRITICISM OF TECHNICAL QUALITY OF THE QUESTIONNAIRES, THE LACK OF REPRESENTATIVENESS OF RESPONDENTS IS DISAPPOINTING. FEW DEVELOPING COUNTRIES RETURNED THE FORMS, AND THIS HAS RESULTED IN AN UNAVOIDABLE BIAS WITH, IN CERTAIN CASES, HIGHLY MISLEADING RESULTS.

5. NAS: SECRETARIAT'S DEFINITION OF GOALS ONLY BEGUN BUT GENERAL APPROACH WORTHY OF SUPPORT. MORE SPECIFICITY SHOULD BE SOUGHT IN THE "DESIRED IMPACT" STATEMENTS IN THE MODELS PRESENTED IN SECTION II WITH SOME INDICATION OF HOW THE PROGRAM ACTIONS WILL ACHIEVE THIS IMPACT. THE

PRESENTATION OF ALTERNATIVE PROPOSALS SUGGESTED IN PARA 39 (REF A) IS AN INNOVATIVE APPROACH WHICH SHOULD BE SUPPORTED. RE PARA 42, THE FULL EXTENT OF EXTRA-BUDGETARY PROJECTS SHOULD BE INDICATED RATHER THAN A FEW EXAMPLES. RE PARA 46, THE SUBVENTIONS TO NGO'S SHOULD BE LINKED AS FAR AS POSSIBLE TO THE OBJECTIVES THEY SUPPORT AND THE REPORTS OF THESE NGO'S TO UNESCO ON HOW THEY HAVE USED THEIR SUBVENTION IN SUPPORT OF UNESCO OBJECTIVES SHOULD BE MAKE AVAILABLE TO INTERESTED GOVERNMENTS. NAS COMMENTS ON 19 C/5: THE EFFORT TO CONSULT MEMBER STATES UNCLASSIFIED

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VIA QUESTIONNAIRE IS COMMENDABLE ALTHOUGH ONLY HALF OF DEVELOPING COUNTRIES REPLIED AND THEN ONLY ON PARTS OF THE PROGRAM. THE ANALYSIS OF THE RESULTS BY REGION WAS STRESSED UNDULY. PARA 157 REFLECTS LDC ATTITUDES THAT BUDGET SHOULD INCLUDE NO ACTIVITIES OF INTEREST TO DEVELOPED COUNTRIES. PARA 158 CONCERNS SPINES, WHICH HAS NO SUPPORT IN THE U. S. AND REFLECTS A DIFFERENCE OF OPINION ON THE NATURE OF UNISIST, WE VIEW IT AS A SYSTEM TO COORDINATE AND RATIONALIZE THE EFFORTS OF OTHERS, NOT AN OPERATIONAL SYSTEM. PARA 161 WE SHOULD CONTINUE TO SUPPORT THE INTERNATIONAL CENTER FOR THEORETICAL PHYSICS WHICH IS EFFECTIVE AND WELL ADMINISTERED. PARA 160 REFERENCED PROJECT IS BUDGETED AT \$3000, AS U. S. OPPOSITION SPECIFICALLY NOTED, SUGGESTED REPLY IS THAT SUCH A SUM WILL NOT ACCOMPLISH ANYTHING, WE FAVOR THE IDEA BUT NOT SMALL INEFFECTIVE PROJECTS. PARA 181 WE SHOULD NOTE THAT IT IS CRUCIAL THAT THESE BODIES MEET AT LEAST ONCE A YEAR. RE QUESTIONNAIRE C, QUESTION 4, FOR THE NEXT BIENNIUM UNESCO MIGHT BEST HELP CLIMATE STUDIES BY CONCENTRATING ON OCEANOGRAPHY. QUESTION 6 UNESCO SHOULD CONTINUE EXISTING PROGRAMS IN SOLAR ENERGY. QUESTION 17 THE POOR SUPPORT FOR SUBSIDIZING NGO'S ARISES FROM LOW

LDC PARTICIPATION IN THE ACTIVITIES OF SUCH ORGANIZATIONS.
NGO'S PROVIDE INTERNATIONAL LINKS BETWEEN NATIONAL
SCIENTIFIC AND CULTURAL INSTITUTIONS. UNESCO INITIATIVES
IN NGO AREA SHOULD BE AN AREA WHERE MEMBER STATES HAVE
INSTITUTIONS THAT CAN COOPERATE. THE ISSUE OF CONTRACTS
VS. SUBVENTIONS TO NGO'S IS A SHAM. WITHOUT SUBVENTIONS
NGO'S COULD NOT ACCEPT CONTRACTS AS THEY DO NOT MEET COSTS.
PART III, PARA 10, THE RELATIONSHIP OF SCIENCE, TECHNOLOGY
AND DEVELOPMENT IS POORLY UNDERSTOOD AND SHOULD BE A
PRIORITY ITEM FOR STUDY. INGERSOLL

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